

THE  
CHARITIES REVIEW.  
A JOURNAL OF PRACTICAL SOCIOLOGY.

*The Charity Organization Society does not assume responsibility for the opinions expressed by its contributors.*

---

VOL. III.

APRIL, 1894.

No. 6.

---

A SCIENTIFIC BASIS OF CHARITY.

THE significant words in the statement of the subject I shall use in a large sense, employing the word *scientific* as including *all knowledge*, and the word *charity* as meaning the right sentiment and the right action toward all our fellow-men, especially toward dependents (not at present including the children of the rich), defective in mind or body (so recognized by the law), and delinquents (including for our present consideration only those whose crimes are so small as to bring them within the reach of the law; those who steal railroad systems and states will no doubt be considered by some other speaker). My thesis may be thus stated:

There is need of knowledge and wisdom and of the organization of the facts, in order that we may wisely administer charity.

According to the old view, all that was necessary for charity was a warm heart and an open hand. The one duty was to *give*, without stint and without question; heart, affection, was everything. If one undertook to counsel a mother as to the health or management of her children, the one unanswerable

reply was: "Ought not I to know? Am I not the child's mother?"

At the outbreak of the war for liberty and union it was currently supposed that the one requisite for the soldier was enthusiasm, patriotism; for a time the Union army was an assembly of town-meetings without any moderator. It was not until this notion was outgrown that we entered on the course which ended at Appomattox.

The new charity realizes that nowhere in the world are knowledge and wisdom more needed than in the effort to benefit our fellow-men, and especially to lift up those who have fallen. In the wise words of my friend and former pupil, Dr. Henderson, in his invaluable volume on "Dependents, Defectives, and Delinquents," "He who imagines that any amiable impulse will answer for science is sure to blunder."

The need of a full knowledge is suggested by the dimensions of the problem. According as they make the territory covered by their classifications more or less extensive, statisticians put the number of dependents, defectives, and delinquents in America higher or lower. Some put them at half a million; while Mr. Charles D. Kellogg estimates that 3,000,000 have been supported, in whole or in part, by the United States in any one year, Mr. McCulloch (in whose untimely death every good cause in America, and especially organized charity, met a great loss) estimates the actual cost (I think he means of pauperism) at \$50,000,000 in maintenance and \$50,000,000 in loss of productive power—certainly a moderate estimate. Mr. Round reckons the cost of the criminal class alone in America at from \$300,000,000 to \$400,000,000 annually. This loss, even were it doubled, might be borne, if it simply represented so much property consumed by fire or sunk in the ocean. It is because it represents so much moral bankruptcy, so much degradation, a degradation which is ever perpetuating and multiplying itself, that we stand appalled.

And the problems are complicated. In the simple state of society, where every one earns his living by his daily labor, the problems of life are solved by a very little kindness and

thought. In the early history of a nation, as in New England and Israel, there was no pauper class nor criminal class. There is only enough of suffering to keep the benevolent activities from rusting. I have lived in a village (which I have no doubt represented thousands of similar instances) where there was one family that needed charity, and they only in consequence of the drunkenness of the husband and father. But with the advance of wealth and luxury, with the growth of great cities, with the widening of the chasm between rich and poor, the problem becomes more and more paralyzing.

To feed people who want to be fed, is easy; how to save people who *do not want* to be saved, how to lift people out of the gutter, the jail, and the tenement horror who prefer to stay there, this is a question.

Here as elsewhere it is very difficult to interpret statistics. They may indicate a cause, or only a symptom. The same statistics may be favorable or unfavorable. If there are one hundred divorces in a year in Vermont and no divorces in Italy, it does not follow that morality is higher in Italy. Divorce is a symptom of unsatisfactory domestic relations, often of lewdness; but also divorce is a tribute, however imperfect, to public sentiment; lamentable as it is that people should be divorced, this is perhaps better than that they should readjust their domestic relations without legal formalities. If there are a thousand executions this year more than last, this may imply that there are more murderers, or it may simply imply that murders are more rigidly recognized and punished. That there is an increase in the number of insane may simply imply another definition of insanity and more careful searching out of the cases of insanity.

The charity that is informed by wisdom looks first of all to *causes*. First among these causes, certainly in order of time, it finds ancestry; and closely allied with it, the surroundings, particularly during childhood.

Another cause is drink, upon which there is little need that I enlarge. The \$1,000,000,000 directly spent each year for drink represents perhaps an equal amount in wages unearned,

in defective work, in the expenses of courts and prisons and poor-houses and mad-houses ; and these figures represent who can say how many broken hearts, devastated homes, wives worse than widowed, wives and children tortured and murdered, and a lineage poisoned and corrupted to the second and third generation.

A fourth cause lies in indolence, the hatred of honest work, the passion for getting a living at the expense of somebody else ; a craving for the most fatal of all poisons, more deadly than the venom of the cobra, food that has not been earned. I have sometimes thought that the tree in the garden of Eden "whose mortal taste brought death into the world and all our woe" must have been the bread-fruit tree, and the fruit which it bore must have been bread which had not been earned by the sweat of labor. This hatred for honest labor finds expression in the love of gambling, in the fondness for the tramp-life, in theft and robbery, not seldom accentuated by murder.

And this desire for iniquitous acquisition and for a living at the expense of others, is aggravated by the example and by the success of great criminals, the largeness of whose depredations seems to exalt them into dignity and to lift them above the moral as above the civil and criminal law. The petty robber naturally looks with admiring but not necessarily despairing envy upon the wealthy and successful criminal who has his own country seat, his own yacht, his own judge, his own legislature, his own minister, his own statute-book, his own decalogue.

Another cause lies in ignorance ; paupers and criminals come usually from among those who are masters of no industry. This ignorance comes largely from the decay of the apprenticeship and the unwillingness of the trades unions to have boys taught the trades ; and so the boys stand on the corners and smoke, while foreign mechanics do the work at which our boys ought to be engaged. Ignorance of the laws of nature and of trade combines with the passionate desire for other people's property give rise to communism and anarchy. With ignorance comes a lack of foresight, the failure to apprehend the power that lies in small accumulations securely invested and growing at a moderate interest.

Another cause lies in the low *morale*. There is a lack of courage, of resolution, an incapacity to overcome obstacles, a willingness to sit down and stay down, an absence of ambition, of resource, a lack of self-control, a disposition to sacrifice a large future for a small present. Where there should be the sense of duty, recognition of the supremacy of the idea of right and wrong, where there should be responsibility for the welfare of children, where there should be conscience, there is a vast void.

In what I have said, I have aimed to speak of the causes which lie within. I will turn for a few minutes to those causes which are external, which, however, derive their malign efficacy from the fact that they appeal to the bad or weak elements within.

An outward cause lies in the recurring panics and depressions. These join with the lack of resource, the lack of courage, the lack of hopefulness, to produce a permanently dependent class. Here come in also strikes and lockouts; here comes in the great coal strike now prevailing in England, with calamitous results beyond our power to estimate. I express no opinion upon strikes. I have no doubt that they sometimes proceed from a conscientious conviction on the part of the striker, that they are sometimes the expression of outraged manhood, and of sympathy for oppressed fellow-craftsmen; but unless managed with the wisdom which characterized the leaders of the dock strikes in London, they are liable to produce disastrous results. I hardly need to speak of the combinations by which raw material is forced up to a price so high as to paralyze manufactures, or by which the product of the mines is arbitrarily limited, so that the man who would gladly work is deprived of labor and wages, and the man who could carry on his little industry if he had cheap coal is paralyzed, and the consumer all over the world has to pay a famine price. Of course, the sense of wrong and suffering which grows out of the low wages is deepened by the sight of the abounding and lavish luxury which perhaps represents the low wage and the industrial oppression.

A fruitful cause of pauperism and crime is blind charity. War or famine or pestilence cannot do so much harm as an ignorant, kindly person who thinks he has a mission. It is so hard to persuade people that their hearts must take counsel with their heads. I suppose there is no crime more prevalent among respectable and even religious people than the crime of feeding tramps and beggars at the back-door. Many a truly good woman has said to me, "*I will not* refuse to give food to people who are hungry." Just this kindly instinct keeps the tramp-class alive. The tramp is fed, he sleeps out of doors, or in the barn, or the freight-car: presently we read with shuddering horror, of an outrage upon some defenseless woman on a lonely road, or some innocent child, followed by murder: all track of the criminal is lacking; he has no habits, he has no resorts, no haunts; he spends the night where a passing impulse may lead him; he leaves no trace save the silent witness to the horrors of indiscriminate charity. I am aware of no greater enemy to human welfare than that impulse which masquerades under the name of "good-nature." Good-nature it is not. It is a very bad nature. It is a selfish love of ease, an indisposition to take trouble, an unwillingness to pronounce that difficult monosyllable "No," a total disregard of the welfare and rights of those who may for the moment be out of sight. Bulwer in one of his novels represents a good-natured man as taking a morning walk in London. He good-naturedly recommends to a friend a servant; the result is that his friend is robbed by the servant with a narrow escape from murder. He gives a half-crown to a suppliant who had almost made up his mind to return to honest work for a living, but who now is permanently enlisted in the army of mendicants; he has taken, not the queen's shilling, but the mendicant's shilling. And so the good-natured man at the end of his morning walk has done more harm than if he had been the most remorseless and malevolent enemy of mankind.

Another cause is indiscriminate and unrestricted immigration; which brings among us a vast volume of ignorance, of poverty, of degradation, which reduces the wages of native-born Ameri-

can citizens to the starving point, and which affects for the worse our whole life, social, industrial, moral.

Another cause of the growth of the abnormal classes and of the demand for charity is bad politics. On this point, however, why should I say feebly and tediously what was said so bravely and strongly and brilliantly last evening by Dr. Parkhurst? Only I say that I do not wish to be counted among his *anonymous* supporters. However feeble my aid, it has not sought in darkness refuge from responsibility.

Again, any form of religion that presents to man false views of God, duty, and human responsibility, must necessarily multiply pauperism and its progeny.

Lastly, under this list of causes (it is not the causes that are exhausted, but your patience) comes an inadequate conception of the sphere and the duty of government. We had in the earlier days an undue tendency toward a paternal government, but we have surely gone to the opposite extreme. We minimize the office of government; of such powers as we allow to government, we delay the exercise until the evil has become irreparable. We allow a man and woman to establish a manufactory of paupers, tramps, thieves, prostitutes, criminals, insane, diseased; when these have grown to be a fully-developed burden and curse, then we feebly interpose. We imprison the drunkard twenty-four hours or six days, and thus extirpate the last relics of self-respect, while leaving him utterly unhelped or worse. We sentence the habitual criminal to successive terms of one, two, three years; and every term makes him more the child of hell than before. We allow a tenement house, a neighborhood, a ward, to become the festering hot-bed of vice and disease; we allow every nation to pour its pestilential sewage into our reservoir; at last we so far arouse ourselves as to strain out the Mongolian gnat at the Golden Gate, while we open wide our mouth at the Narrows to swallow the Italian camel, the Polish dromedary, the Hungarian elephant, and any other pachyderms that present themselves.

Charity informed by knowledge, having discovered some of the causes, looks intelligently and independently for a remedy.

As to ancestry, it is not very easy to change the ancestry of the paupers and criminals of to-day, though we can attempt to arouse in them a spirit of resistance to their ancestry. We can teach them to say, "In spite of my ancestors, whether my remote simian ancestors in the forest or my more immediate degenerate pauper ancestors in the almshouse, I will make a new departure; I will be a man." And we can serve the coming generations by trying to correct to-day the ancestry of those who shall come after. We can largely change the surroundings of those who are growing up; surely the child who is born to-day, the child who will be born to-morrow, has rights, has a claim, may demand that we give him something like a fair start. Sometimes we can give the child a new home, sometimes we can make his present home a new one. In the church to which I belong is a family of very plain people; the father, a blacksmith, was a gutter drunkard till he was rescued by a mission. The wife, an unlettered woman, said in our prayer-meeting, "My home used to be a little hell; now it is a little heaven." This is what can be done and ought to be done for thousands upon thousands of homes. It will not be done by any single agency; it will be by the church, and the Salvation Army, and the state, and the individual, and society, working through a thousand beneficent and elevating means.

As to the drink problem, in one sense nothing is more simple, in another sense nothing more complex and difficult. It is very easy to say, "Let us at once by constitutional prohibition make it impossible for the saloon and the drink habit to exist between Alaska and Florida." Oh, if it were only as easy to do as it is to say! Oh, if it were only easy to get 65,000,000 people to agree to what I want done! Alas, that this is a republic in which we can do only that to which we can secure the assent of the majority! Alas, that we are in a world where we have to do what we can, and not always what we would! We must study experience, the experience of all times and all lands. We must cultivate somewhat the spirit of Abraham Lincoln in politics; we must realize that it is better to succeed in the possible than to fail in the impossible. In war, not

seldom it is found more practicable to turn the enemy's flank than to carry a position by direct assault. The way that experience shows to be most efficient, that is the way we want to find.

We must reinforce morally those who are morally deficient. We must bring about under God that to which only the divine is adequate. We must re-create a moral nature. We must give out of our own hearts courage, duty, aspiration for themselves and for their children, self-respect, foresight, love of man, love of God. The penologist may indeed class many of them as "incorrigibles." So they are, from this point of view; but I doubt whether the Christian should ever use this word "incorrigible." Our friends of the Salvation Army have a song, "The Cross is not greater than the Crown;" borrowing their spirit, shall we not say, "The guilt is not redder than the blood?"

Col. Ingersoll has said, "If I were to make a world, I would make *health* catching instead of *disease*." This is not the only instance where he is mistaken in the facts. Health is catching; goodness is contagious. A lady who established a ragged school in the very worst part of Philadelphia said to me, "When the mothers found that we thought their children worth caring for, then they began to care for them, and in time they became proud of them." One divine life has had in it health-giving power to regenerate a world.

Ignorance we must meet by its natural enemy, wisdom. We must teach people how to earn a living. It is a shame that a boy or girl should grow up among us, in whatever station, who is not possessed of some useful art by which to secure support. The dead-beyond-resurrection apprenticeship must be replaced by trade schools. Every city should have these as a part of its system of public education. The world will reckon among its great benefactors Col. Auchmuty, Mr. Drexel, Mr. Pratt and Mr. Cooper, whom I especially name because they are no longer with us. We shall remove a great cause of the worst liability that can befall honest girls in the cities, when every girl knows how to sweep a room, to care for a house, to cook a dinner, to make a dress, to do something which shall stand be-

tween her and death or worse. It will be a happy day when we can in our schools shed the long-outworn folly of grammar and spelling, and by rational methods of instruction can save time enough to teach every pupil, within the limited period that many of them can attend school, something that will be of real, absolute, practical value.

We must infuse knowledge of economic principles. We must teach people what government can do and what government cannot do, that government cannot make fifty cents' worth of silver equal a dollar. It can indeed tell a lie, and can add the infamy of hypocrisy by piously inscribing upon the face of its silver lie, "In God we trust;" but it cannot do the impossible, it cannot make a dollar out of half a dollar, any more than it can make a man into a woman.

If men understood the laws of trade and industry there would be less delusion, less likelihood of strikes and lockouts; men would be able to defend themselves and protect themselves without resort to violence, which always defeats its own object.

We shall remove an incentive to dishonesty when we execute the laws equally against all classes; when criminal law, like death, shall love a shining mark; when the man who has stolen a million acres of land, or who has wrecked an insurance company, or has defrauded a saving bank, or has engineered a swindling endowment company, or a Western loan corporation, shall no longer be reckoned a Napoleon of finance, but shall contemplate nature from between the bars in a cell next to that of the gentleman who stole a horse.

We must provide a remedy for strikes, or rather a preventive, by instituting arbitration under the auspices of the government, an arbitration which shall not be optional, but which shall be *compulsory*, judicial, final. We must show men that honesty is wise, that the honest man has a better time than the criminal; we must awaken conscience, whose dictates shall be more imperial than the demands of passion and of sense, and whose authority shall be based upon the justice which finds a response in the moral nature of man.

We must cultivate the habit of frugality by providing a sys-

tem of saving banks secure and accessible. I hope it will not forever be the reproach of America that she stands almost alone among civilized lands in not having introduced a postal savings-bank.

We must remove from the working people a sense of wrong and of oppression, which, along with ignorance and with frequent despair, and with the absence of any stake in the present state of things, is a fruitful parent of anarchy.

We must reform those mild, well-meaning, tender-hearted, sweet-voiced criminals who insist upon indulging in indiscriminate charity. I have forgotten who it was—perhaps it was a bishop in the Anglican Church, or perhaps a respectable Baptist minister—who, when approaching the close of his life, said, “I have committed many sins; but I have never given a sixpence to a street-beggar.” How few can thus enjoy a conscience void of offence! Such blind, indiscriminate doles of bread and money as have taken place in this city by the lakes, and in other of our large cities, have been a crime and a blunder. The true charity is that which removes the need of charity.

We must in self-defence erect a barrier against indiscriminate immigration—no, not indiscriminate, rather the immigration is made up of chosen material, chosen by the European governments, which select their very worst and most repulsive material to deposit upon our shores. Only let us restrict immigration wisely, justly, with a regard to the guaranteed rights of all nations; let us do it at the dictate of conscience and common-sense, not at the dictate of the sand-lots of San Francisco.

There must be a new conception of the functions of government. We must cast off our old ideas. We must rid ourselves of that compound of ignorance, timidity, and selfishness which we call *conservatism*. We must not shrink from any measure because it is new.

We must consider the rights and the welfare of the whole, now periled by the vicious indulgence and the misused liberty of the pauper and the criminal. We must adopt new measures for new exigencies; we must not hesitate to break up a family if that family is a curse. For crimes dictated by animal pas-

sion we must inflict a remedial penalty which shall remove at once the temptation and the capacity.

We must replace bad politics by good. Instead of a form of religion that boasts itself as a policing force and that vaunts its power to keep the ignorant and the lower classes in order, let us have a religion that shall so educate men that there will be less need of policing them; a religion that will *lift up* the lower classes, so that they shall no longer be the lower classes. Let us change the surroundings of men, and let us change, renew, re-create the men themselves. And the church, the chapel, with their army of aid and helpers, are our chosen means, not remedial alone but preventive.

And we must do all under the sense of our responsibility to God, who has entrusted to us the greatest opportunity of all times, and who will not excuse us if we, through timidity, or selfishness, or indolence, fail of the execution of the trust committed to us for the good of our own land and of the coming centuries.

Love informed by knowledge, knowledge infused by love, will be brave, persevering, resolute, resourceful, undiscouraged: it will set as its goal the removal from the earth of pauperism and crime, and the bringing of the human race into the perfect man, into the measure of the stature of the fullness of Christ.

Herein will lie the true glory of America, whose birthday we celebrate, and of the century in which we proudly live.

Will this goal be attained? If this is the devil's world, No. If it be God's world, Yes.

H. L. WAYLAND.

## CHARITY ORGANIZATION IN TIMES EXTRAORDINARY.

IT is the wise man, said Horace, who in time of peace prepares the things necessary for war. And it is the wise city which in time of plenty prepares against the time of want, prepares not only by encouraging thrift among its people, but by provision against the imposition of unthrift, not only by laying up stores and ammunition, but by teaching the economical and wise use of these. Some communities when the hard times came this winter, and the army of the unemployed swept through the streets, were panic-stricken, the inhabitants fortified themselves behind soup-houses, and threw loaves of bread out upon the besiegers; naturally the siege continued. The General Secretary of the Baltimore Charity Organization Society gives an account in a recent letter of just such a condition of things in Baltimore last winter. "The cold weather came upon us suddenly, and a group of business men opened seven free soup-houses almost immediately. Our bay was frozen, an unusual state of things with us, and all the non-residents employed on the water came trooping into Baltimore, where they were lodged free of charge, without any work test, and our charitable people, losing their heads, distributed right and left through the police stations. The harm was done before we could make any move to prevent it, but we determined that another winter should not find us unprepared." Baltimore learned last winter what many other cities are learning this winter, and though the distress has been greater this year. "Through the organization of a central location, early in the year, and the preaching in season and out of season, of common-sense methods of charitable relief, we have succeeded, so far," adds the Baltimore Secretary, "in preventing the soup-house nuisance, and have made our citizens far more cautious about giving relief to unknown applicants. The police distributions amount to less than half what they were last year."

In order to find out how generally the principles and methods of charity organization were being followed in the relief of these times, a letter was addressed by the CHARITIES REVIEW to representatives of the Charity Organization Societies in a number of our leading cities, asking the extent of the employment of these methods. We have space for extracts from a few only of the answers.

Dr. Geo. B. Jafford, General Secretary of the Brooklyn Bureau of Charities, writes:

"The principles of Charity Organization are making conspicuous progress in the public mind (as shown in the support given to this Society), but not to such extent as to prevent the establishment of several free kitchens where food is given without discrimination to all applicants."

In addition to what was quoted above from the letter of Miss Richmond, of Baltimore, she says:

The plan of organization of the Central Relief Committee originated with the Charity Organization Society, and puts into practical operation two principles to which we are pledged. First, the hearty co-operation of all existing agencies—all of the leading charitable societies of the city being represented on the committee. Second, relief in the form of work whenever "that is possible." "It is unnecessary to add," she remarks, "that we have plenty of work still to be done in the way of education, and of securing better co-operation and more systematic visitation of the poor in their homes; but I feel that we have made a good beginning."

From Buffalo, the home of the first charity organization in America, we have the following interesting report by Miss Marion Moore:

It seems to me that the principles of organized charity are applied in relief of the present distress to an exceedingly large extent by nearly all the charitable societies and relief-giving agencies of the city, except a few of the new ones that have sprung up this winter. At a special meeting of the Council of this Society, at which representatives from sixty charitable societies and churches were present, it was voted to use the Charity Organization Society as a central organization and clearing-house of the charities of the city, and we are happy to say that that decision is being carried out. The churches and societies are making more use of this Society than ever before in the history of the Society.

We regret to say that the Overseer of the Poor, a city official, has distributed indiscriminately large quantities of provisions donated to him by private citizens, but his regular work of issuing grocery and coal orders has been done only after an investigation.

A soup-house which has been started by a number of private individuals gives a plate of soup, to be eaten on the premises, to any one applying, but they claim that further relief in provisions or clothing is not given except on investigation. These soup tickets are distributed to the needy by charitable people and the Overseer of the Poor, but from what we learn it is done more or less indiscriminately.

The Courier Relief Supply, a large relief-giving agency, has been started. It collects supplies from charitable people and distributes them among the needy, upon an order issued by a church or society, which has been passed upon by its Board of Trustees. Personal applications to the Supply Rooms are referred to this Society for investigation.

Mr. Charles De B. Mills, the veteran charity organization worker, of Syracuse, writes:

A Relief Committee has been in existence for the space of about one month, and has expended some \$1,500. The work has been as carefully guarded as possible through connection with our Society, and all the force at our disposal has been freely used to investigate the cases that apply here and to learn the real facts, abstaining from furnishing aid where the applicant is already upon the list of the Overseer of the Poor, and also where the case is known to be unworthy and of such chronic character that it must of necessity be aided sooner or later by the officials.

The Relief Committee, while it is not constituted directly from the Bureau of Labor and Charities, is so in harmony with it that the treasurer seeks to act in co-operation with us in all the cases which he permits to receive from the Relief Fund. I believe that money in almost no instance is given directly, but orders are sent out for coal and provisions. Sometimes also supplies of clothing are furnished, and I may say that the public has generously endeavored to meet the present condition so far as supplying the wants of the destitute is concerned.

I have Committees now organized in every one of the nineteen wards of our city, who are devoted to the business of making personal visits and investigations of the cases that are laid before them as having applied for assistance, and also in the work of making a canvass of the respective wards, so as to ascertain to what extent there is suffering and distress in the different portions of the city. In some respects we

have been happily disappointed to find that in certain of the wards there is less destitution than from the vague reports given through the public press from time to time, we had been led to expect. I think from present indications we shall get through the winter without any further call upon the generosity of our citizens for aid. We always regard it as a dangerous business to raise and attempt to disburse a fund for direct relief, and should gladly ourselves have seen the occasion for it avoided, but I suppose the feeling that has obtained here is one that is now common throughout all the cities and perhaps villages of the land.

Dr. P. W. Ayers, Secretary of the Cincinnati Associated Charities, sends a valuable report, which shows the provision of that city to be almost perfect in its thoughtful and carefully arranged plan:

The principles of co-operative benevolence have been fully appreciated by philanthropic workers in Cincinnati in their efforts to aid the unemployed during the past few months.

*In the first place*, the Mayor and the city authorities have extended their active sympathy and assistance to the work of the Associated Charities. Upwards of one thousand dollars contributed to the Mayor were turned over to the Treasurer of the Associated Charities for use in employing men at the labor yard. Regular investigators of the Society were asked to examine all families recommended by Overseers of the Poor for official out-door relief before such relief was granted. The city authorities look to the total abolition of out-door relief in the near future.

*In the second place*, a large and influential committee of citizens, including a special committee appointed by the Chamber of Commerce, elected the Treasurer of the Associated Charities to be the Treasurer of their organization, in order that there might be but one disbursing agent in the city for the large fund raised. Early in the season this committee raised three thousand dollars, which was expended through the labor yard for men and work room for women, with some temporary provision brought to the sick and the aged in their homes on recommendation of the Associated Charities Committees. With work for men and women, the amount of private out-door relief from this fund has not been large. The Mayor is a member of this committee, and has attended most of its meetings.

By co-operation of the city authorities and the Citizens' Committee, an appropriation from the city treasury of thirty thousand dollars was

placed in the hands of the Park Commissioners for employing men in the parks who were resident members of families. 2,400 men applied for such work. Careful investigations were made of the entire number by the Associated Charities, and 1,100 tickets were given for work. Tickets were withheld for three reasons: First, because persons could not be found at the address given; second, because the men were members of families who were able to tide over the period of depression; third, a small number found employment between the time of application and possible work.

After the public appropriation had been expended, the Citizens' Committee raised several thousand dollars more, by which a number of men were continued in the labor yard, and when this would no longer meet the need, they supported the Associated Charities in the grading of a large hill-top within the city, from which a great deal of stone was removed. Men who could not be employed to do the grading were put at breaking stones, and those who could not do this were employed in the labor yard. Thus we were able to fit work to the capacity of the men.

*In the third place,* the Evangelical Alliance has worked in close harmony with the foregoing forces. Early in the season contributions were taken in the churches, and placed in the hands of the Treasurer of the Associated Charities, for the purpose of caring for the needy of the city. Later an experiment was tried which is worthy the study of those interested in the Evangelical Alliance in other cities. Instead of district visiting from house to house, the Alliance decided to take the families from the Associated Charities lists, and to give its special strength to those in distress. Upwards of five hundred families have thus been distributed from the office of the Associated Charities to the churches in all parts of the city, and the pastors have distributed the families among the members of their respective congregations, who go as friendly visitors under such advice and instruction as the agents of the Associated Charities have been able to render in so busy a time. Is it possible for the Evangelical Alliance in other cities to advance from the somewhat mechanical scheme of district visiting to this touching and sympathetic plan of friendly visiting? Such work appears to heal the breach between the rich and the poor.

Several pastors of down-town churches compare lists almost daily with each other through the Associated Charities, and the fact that these comparisons continue from week to week shows that the pastors find them of value. Some of the pastors do not thus compare lists, but nearly all have taken from five to fifty families for complete care.

Roman Catholic churches have entered cordially into the co-operative plan, and have taken a considerable number of families from the central office. The Jews have been liberal in their contributions, showing a genuine interest in the welfare of the community. Two leading Jewish congregations took up collections for the general fund.

*In the fourth place,* the leading societies are connected by telephone, and in most instances there has been perfect understanding with regard to the best treatment of families. There are institutions in the city which have not yet come into the scheme of co-operation. Benevolent individuals have shown a very earnest spirit of co-operation in taking up the care of families assigned to them, and in aiding materially some special families in the care of friendly visitors.

Two organizations of the unemployed have distributed provisions to their members, without handing in lists of the same. The entire membership, however, of these organizations has been registered, so that as long as relief has been limited to the members of the organization it has not been harmful.

In addition to the above, the city authorities have been very strict in the treatment of homeless men. A great many have been warned to leave town within three hours, while many who were in any way disabled have been given tickets to their real or alleged homes. This has scattered the homeless population, and has greatly relieved the situation. Any homeless man has been permitted to earn his meals and lodging at the labor yard, but he has been obliged to work all day for it, and this has made him anxious to find a more profitable field of labor.

As a result of all the foregoing, public sentiment is in healthy condition. There has been very little waste through gushing sentimentality. The unemployed and others in need have confidence in those who are seeking to assist them. Hope and courage have been brought to many homes by visitors in and out of the churches. I believe that the spirit of brotherly kindness has increased. It is a matter of peace and good will among men.

Dr. Walk, of Philadelphia, refers us to a report of his in the REVIEW OF REVIEWS for January, and encloses a statement of the Citizens' committee, which he says shows "that the principles of organized charity have become paramount in this city."

From Minneapolis Mr. George D. Holt writes, "That in that city more than one-half the out-door relief is distributed in accordance with the methods of organized charity, and that in the relief of the distress caused by the late fire, by which 175

families were rendered homeless in a night, charity organization principles had complete control."

"In Terre Haute," writes Mr. Wm. C. Smallwood "a Citizens' Relief Committee has been organized. All applications to them are referred to us (the C. O. S.) for investigation. They have opened a stone yard and are working one hundred men per day in the streets at one dollar each. Our own wood yard has been crowded daily. Over one-half of those given tickets did not present themselves for work. We have given women work tying kindling and cutting carpet rags."

Mr. Preston of New Haven says of the work here:

The principles of charity organization have been increasingly in operation here for several years. While there has been no considerable reporting from charitable agencies, there has been no withholding of information when such information is sought.

The result is that the present emergency finds us in possession of the main facts relating to a very large percentage of the chronic poor. This has enabled us to convince inquirers that the facilities at our command are adequate to meet the emergency. Several relief schemes have been projected, and in a small degree put in operation, but the sentiment of the community is overwhelmingly in favor of the use of trained agencies, and we therefore practically control the situation.

## THE GOTHENBURG METHOD OF REGULATING THE LIQUOR TRAFFIC.

GOTHENBURG is a city of about 106,000 inhabitants, situated in the southwestern part of Sweden. It was in this city that the "Company System" of dispensing brandy was first successfully operated. This system, which now prevails in more than 80 per cent. of the towns of Sweden and Norway, has been investigated, with a view to its possible adoption, by Great Britain and some of the countries of continental Europe, by the United States government, and by the Legislatures of some of the individual States. Dr. E. R. L. Gould, one of the statistical experts of the Department of Labor at Washington, has recently completed an exhaustive report upon the system. His investigations were made in Norway and Sweden, under favorable circumstances, hence the results of his labors are entitled to great weight. In view of the wide attention which the system has attracted, a short *r<sup>i</sup>sum<sup>e</sup>* of the plan, with some discussion of its merits and demerits, may not be inopportune.

In 1864 Dr. Sven Adolf Hedlund, the philanthropic editor of the *Gothenburg Commercial*, noticing the appalling destitution prevailing among the working classes of that city, proposed that a committee be appointed by the City Council to examine into the causes of the destitution, and suggest measures for relief. The proposal seemed timely, and was acted upon immediately. The committee appointed was an excellent one. It consisted of Dr. Hedlund and various other men of national reputation. They entered upon their labors without delay. It was seen at once that the most potent cause of the deplorable condition of the poorer classes was the excessive indulgence in alcoholic drink. In April of the following year, 1865, the committee made an elaborate report, embodying the results of their investigations, and emphasizing the misery and ruin resulting from the sale of brandy. They called upon the city to "exert its utmost energy to overcome an enemy sure to bring poverty,

destitution, and crime in its train." But the committee did more than merely diagnose the case; they proposed measures of relief, which an experience of nearly thirty years has declared, in the main, successful. They proposed: "That the authorities, making use of the right accorded them by the existing law, should hand over the licenses, hitherto disposed of at auction, to a company consisting of persons engaged in the undertaking, not for the sake of profit, but solely for the good of the working classes; that the shareholders should not derive the slightest profit from the concern beyond the ordinary rate of interest on the capital invested, but that all profits accruing therefrom be devoted to the welfare of the working classes or paid over to the town treasury; that the premises hired by the company should be clean, light, and roomy, and at the same time serve as eating houses for the working classes, therefore the food department and sale of beer, ale, and coffee, with the profits arising from them, should be put in the hands of a manager, who would have to account for the sale of all spirituous liquors, and, lastly, that no such liquor should be sold on credit or pawn ticket."<sup>\*</sup>

This part of the committee's report was made the basis of the now famous Gothenburg System. The elimination of private profits is its corner-stone.

The members of the committee were practical men of affairs, and their activities did not cease with these proposals. They organized a company of twenty of the leading individuals and firms of the city to assume the sale of liquor on the above conditions, in case their proposals were accepted by the city authorities. The city authorities were quick to act, and handed over the licenses to the company. On October 1, 1865, the company began its business, and continues to-day in full activity. A monopoly of the retail<sup>†</sup> and bar trade was given to the Brandy Company. In return they were to pay over to the public treasury the entire profits of their sales, after deducting

\* Dr. S. Wieselgren, quoted in Dr. Gould's Report, p. 20.

† A quantity ranging from 66 gallons to 1.0567 quarts; a bar sale is any quantity less than 1.0567 quarts, usually a glass.

the necessary running expenses and 6 per cent. interest on the capital invested. Seven-tenths of these net profits go to the city, one-tenth to the Agricultural Society, and the remaining two-tenths to the general government. The revenue thus acquired is expended by the city for libraries, reading-rooms, hospitals, poor-houses, water-works, parks—in short, for the various institutions usually supported wholly or partly by municipal aid.

The members of the company exercise a general supervision over the business, committing the details to managers, who work for a fixed salary. At first it was deemed best to secure experienced bar-tenders as managers, but it soon became evident that the previous training of the bar-tenders was not in harmony with the regulations of the company, and they were dismissed. In the promotion of employees strict civil service rules obtain. The man who disposes of the smallest amount of liquor, other things being equal, stands first in the order of promotion. Inspectors are appointed to visit the various bars and see that they are properly conducted. No liquor is to be sold to an intoxicated person or to a minor. According to law, minority, so far as sale of liquor is concerned, ceases at fifteen years of age, but the companies have uniformly extended it to eighteen. No liquor is sold except for cash, a provision which the law does not require.

Now, what has been the practical working of the System? The elimination of private profits has been, as was expected, a most salutary check upon the expansion of the business. The saloons were placed in open and public places, under the scrutiny of the public eye. The result has been that the old "rounder," who "loves darkness rather than light," has deserted the rum-shop as a regular haunt. Generally, too, no chairs or tables are provided for the use of customers. The saloon is no longer the workingman's club or the rendezvous of criminals, as was the case before 1865. Statistical reports disclose the fact that the consumption of brandy and wine in Gothenburg was 111,692 quarts less in 1892 than in 1891. The *per capita* average was lower in 1892 than in any previous year.

It must be remembered, however, that this decrease is partially accounted for by the increased consumption of beer, the sale of which is not controlled by the brandy companies. The company has steadily decreased the number of drinking places, insisted on greater purity and less alcoholic strength in the liquors, and has gradually increased the price of drinks. The number of deaths resulting from chronic alcoholism and delirium tremens has wonderfully decreased since the inauguration of the system. The saloon as an element in politics is now unknown in Scandinavia. This is an enormous gain. One of the most serious obstacles which American reformers have to combat is the debauching influence of the whisky magnate who has a "pull" with the municipal authorities. The government of our large cities is admittedly the least successful part of our republican system; the recent convention held in Philadelphia was the outcome of this feeling. But the transplanting of the system to America would not of necessity nullify the saloon influence in our large cities. Only the best efforts of the most skilful of political experts could accomplish the difficult task. The Scandinavians never attained such remarkable proficiency in "ring" politics as have the Americans; hence the elimination of the saloon was comparatively easy. As a concrete example of what has been accomplished, it might be mentioned that the city of Bergen, a place of about 50,000 inhabitants, expended in the last thirteen years about \$4,000,000, derived from the profits of brandy sales. This vast sum was thus devoted to municipal and philanthropic uses, instead of to building up large fortunes and corruption funds to influence legislation.

Any discussion of the subject should note the principal objections which have been urged against the system. About a dozen years ago enthusiasm for the plan swept parts of Europe like a tidal wave, and much of the literature of that date bearing upon the subject abounds, as might be expected, in the grossest exaggerations. There certainly are some serious defects in the system, which enthusiasts are too much inclined to overlook or to explain away. The supervision of the company should be extended over the sale of fermented as well as spirituous

liquors. The increased consumption of beer, especially by women, has been an alarming feature. Says Dr. Wieselgren: "Nothing is clearer than that the wall which the Gothenburg System has set up against intoxication is in a good way to be broken down, not by spirits, but by beer." The South Carolina dispensary law, although inferior in some respects to the Scandinavian system, does not contain this objectionable feature, and steps are now being taken in Norway and Sweden to place fermented and spirituous liquors under the same supervision. In England the objection was made that the system was essentially "socialistic," and tended too strongly toward centralization; but to practically-minded men a successful experience of thirty years under favorable circumstances speaks far more eloquently than the subtleties of theorists. In Sweden a serious objection has been encountered in another quarter. The elimination of private gain did away with individual selfishness only to substitute public or municipal selfishness in its stead. The salaried manager has no interest in pressing the sale of liquor; but the more liquor sold, the more surplus to be paid into the city treasury, and the lighter the burdens of taxation become. The lessening of taxation was an incentive to increased brandy sales, and the system came to be regarded largely as a means of revenue rather than of reform. This is but a new phase of an old story. In local option communities licenses are frequently voted for the purpose of replenishing a depleted treasury. The people do not readily see that there is no economy in expending five dollars for the support of police courts, jails, and poorhouses for every dollar received as license money. The Norwegians clearly saw this defect in the Swedish system, and successfully eradicated it in their adaptation of the plan. They expend the money derived from liquor sales in such a way as to not materially decrease taxation. Parks are purchased or improved, and philanthropic institutions are established or aided which could scarcely obtain assistance by the ordinary method of municipal appropriation.

In conclusion, it might be well to note the opinions of those who have made the system a subject of special investigation.

Dr. Gould and John Graham Brooks, both of whom have studied the system on its native soil, think it worthy of trial by Americans. Joseph Chamberlain, member of the English Parliament, and other high dignitaries in Church and State in Great Britain, strongly commend it to English reformers. In 1890 Sir F. H. Plunkett, British Minister to Sweden, in reply to inquiries made by Lord Salisbury, affirmed that for the preceding fourteen years there had been a steady diminution in the *per capita* consumption of spirits, in convictions for drunkenness (in proportion to the population), and in the number of cases of delirium tremens. Twenty-one out of twenty-five governors of Scandinavian provinces give testimony of much the same import. The other four could observe no marked change for better or worse. At any rate, no town has adopted the system and then abandoned it.

In estimating the success or failure of any system, it is necessary to know what that system aims to accomplish. The Gothenburg System aims not to abolish, but to regulate and decrease the liquor traffic. In so doing it has been in the main successful. This being the case, it should especially commend itself to the American people. We have tried prohibition, local option, high license, low license, and no license at all, and all alike have failed. The transplanting of the system would be a delicate operation. The atmosphere and circumstances would make or mar it in its new field. The South Carolina adaptation of the "Company System" has thus far not been a success. It is not the object of this discussion to suggest what modifications should be made to adapt it to American conditions. Dr. Gould has some valuable hints on this phase of the subject in the *Atlantic Monthly* for October, 1893.

THOMAS F. MORAN.

REPORT ON A DEPARTMENT OF SOCIAL SCIENCE  
AT COLUMBIA COLLEGE.

IT is perfectly feasible to construct (largely with existing material) a department of Social Science or Sociology in Columbia College which shall offer advantages equal to any to be found in the world. It is also perfectly feasible to bring such a department into connection with the work of charity and social reform in a great city like New York, in such a way as to be of immense advantage to the students, and eventually to the work of social reform and amelioration. The city is the natural laboratory of Social Science, just as the hospitals are of Medical Science. In the cities are met the greatest variety of social conditions, the extreme antitheses of civilization, the best and the worst product of our social organization. In them the problems of poverty, of mendicancy, of intemperance, of unsanitary surroundings, of debasing social influences, are found in their most acute forms. But here also are found, commonly, the most extensive and modern experiments and efforts towards controlling and remedying these evils. Here the student can observe how far vice, poverty and crime are due to bad economic conditions, how far to neglected moral training, how much simply to the social struggle for life. On the other hand he can observe how far the remedial measures are efficient, and in what respects they seem to fail. It would be of immense advantage to the student of political economy and sociology, or to the future statesman, clergyman and journalist, or to the simple citizen who may be called upon in the future to take a part in the public or private charity work of society, to study these conditions and these efforts under the auspices of science and the best of practice. Such study emphasizes all that is taught by theory, and like "field work" in natural science it trains the faculties of observation and makes the subject "real." For the University it is like adding a great museum and laboratory, where many of the questions it deals with theo-

retically are being worked out practically. For the charity and reform institutions the connection with the University would be of great advantage. It would diffuse accurate and sound knowledge of the problems demanding solution, and would train up a body of scientific and practical men for future leaders in those enterprises.

#### THE SCIENTIFIC BASIS.

In order to reach good results the strictest attention must be paid to the scientific treatment of the whole subject. In such an alliance, the object of the University is not merely to encourage a mild philanthropic spirit among its young men, but to supplement its theoretical teaching by object lessons, in order that its teaching may be more scientific and nearer the truth. The object of the charity and other enterprises is to interest in their work men of trained minds, who will be able to appreciate and improve the methods in use. One side should always aid and supplement the other. All practical work should afford material for science; all scientific work should enlighten practice. To this end the work should begin with the University, and be under the guidance and control of the University.

#### THE WORK OF THE UNIVERSITY.

The direct scientific work of the University should lie in two directions:

(1) In thorough instruction in Political Economy, Sociology and Statistics.

Political Economy is necessary because all social questions are more or less connected with economic conditions, and cannot be solved without reference to economic principles. Sociology proper explains the general organization of society, the history of its development, the relation of its various parts, and treats particularly of those phenomena, such as crime, pauperism and vice, which are the most difficult to understand. It gathers together the experience of all nations and all times on these subjects. The science of Statistics teaches us how to handle the material we get, how to comprehend social phenomena, how

to measure the action of social forces, as for instance the connection between poverty and crime; in short, it is the instrument of social investigation. The courses of instruction in these various directions, with the exception of those on Sociology, are already present or could be provided for by the present Faculty of Political Science, while the University offers many other courses which group themselves in such an admirable manner about the central courses as to furnish an almost unlimited variety of combinations to students with diverse purposes and needs.

A list of the Principal, Special and Related Courses which the University, with the addition of a professorship of Sociology, would be able to offer, is as follows:

*Principal.*

1. The Principles of Political Economy.
2. Physical Geography, Anthropology and Ethnology.
3. The Principles of Sociology.
4. The Theory and Practice of Statistics.
5. The Principles of Poor Relief, Public and Private Charity.
6. The Principles of Penology, Criminology and Reform of the Criminal.
7. The Principles of Social Ethics and Social Reform.
8. The Social Effects of Taxation.
9. Primitive Institutions (Evolution of law, family, marriage, etc.).  
Seminaria in Political Economy, Sociology and Statistics.

*Special.*

10. History of Social-Economic Theory.
11. Social and Industrial History of the United States.
12. Private Ethics and their Relation to Social Reform.
13. Communistic and Socialistic Theories.
14. Ethnology and Population of the United States.
15. The Principles of Administrative Law.
16. Organization of Labor, Co-operation and Profit Sharing.
17. The Housing of the Poor.
18. Corporation Problems.
19. Technique of Statistics.

*Related.*

20. History.
21. Political Philosophy.
22. History of Philosophy.
23. Pedagogy.
24. Psychology.
25. Biology (as foundation of Anthropology).
26. Sanitary Science.

In addition to what has already been said in respect to Political Economy, Sociology and Statistics, a word may be added in reference to some of the other subjects. Physical Geography, Anthropology and Ethnography are the necessary groundwork on which not only Sociology but all the political and social sciences are built. So, on the other hand, the Principles of Social Ethics and Social Reform are the deduction from all the courses on sociology; for the ultimate purpose of all such study is to discover rules of action for man in his social life. The Principles of Private Ethics are of importance, because the rules of conduct for the individual affect social relations. The course on Primitive Institutions lays the foundation for the thorough understanding of sociological development and of existing relations. The course on Communistic and Socialistic Theories reviews the criticisms of the present social relations and arms the student with scientific knowledge to judge those criticisms.

The course on the Principles of Poor Relief (Public and Private Charity) has great practical importance. It should begin with a study of the English poor laws from the reigns of the Tudors to the present time, in which special attention should be given to the poor law reform of 1832-34. The English poor laws became the basis of legislative and judicial action in the United States in reference to poverty. The parliamentary reports of the reform period contain the principles which must guide the poor law administration for all time. This study should be supplemented by a comprehensive examination of the poor laws and the machinery for their administration in the various commonwealths of the American Union. The work of

the State Board of Charities in States like Massachusetts and New York should have attention. Other special topics should be treated. These include Out-Door Relief, a subject the careful study of which may have the most important consequences in municipal reform, as has been recently demonstrated at Hartford, Connecticut; the administration of institutions for indoor relief, and of institutions for the care of neglected and dependent children.

In the course on Penology should be included such topics as the nature and extent of crime; the criminal, including a critical examination of the views of the Criminal Anthropologists; the physical and social causes of crime; historical methods of punishment; the reform movement begun by Howard and others in 1776; the development of reform in Great Britain to and including the prison act of 1878; the solitary system of Pennsylvania; the Elmira system inaugurated in New York in 1876, and since adopted or imitated in six other commonwealths; the scientific and reform work of prison congresses.

The course on the Social Influences of Taxation has to deal with the function, the nature and the limits of taxation; with the laws of incidence and shifting; with a comparison of existing methods, and especially with the reform of taxation so that its effects shall harmonize with the demands of social reform.

The History of Social Economic Theories traces the general theory underlying each successive period of social development and studies in detail the doctrines of the foremost economic thinkers and the actual constitution of society.

The Social and Industrial History of the United States treats of the social structure of the colonies, the economic history of slavery, the growth of manufactures and the inter-relation of the agricultural, commercial and industrial classes in modern American life.

The course on Corporation Problems treats of the general history and legal character of private corporations in this country and abroad. Especial attention will be given to the specific problems of the United States, such as the nature of the railroad question in its social bearings, the relation of muni-

cipalities to public and private works, the relation of corporations to employees and kindred topics.

The other special courses give opportunity for a more detailed treatment of economic and social questions of special interest to the student of sociology.

The related courses offer opportunity to the student to enrich his sociology courses in a great variety of directions according to his inclination and the purpose he has in view.

#### (2) THE STATISTICAL LABORATORY.

One danger in practical education in Sociology is that we may simply excite the sentiments without educating the understanding. Personal contact with the unfortunates in the community excites our sympathy and we neglect to ascertain the real relation of their condition to the social organization. Almost all sociological literature is an appeal either to our sympathies or our fears. But what we want to know is the underlying cause of poverty, vice and crime and the efficient means of relief.

The remedy for this danger lies in working over the broad facts of social relations by the statistical method. Each student should be put to work at the general statistics of population, the relation of classes, the distribution of wealth, the true significance of statistics of crime, vice and misfortune. He should be taught how to judge current statistics, to test them, to distinguish the true from the false. He should learn to throw his own observations into statistical form so as not to be misled by the isolated instance, but to grasp its bearing on the general social problem. He should, in short, be made an expert in judging of the value of sociological evidence. Armed in this way he becomes not only a more valuable worker in social reform, but a more philosophical student in social science.

The Statistical Laboratory is a place equipped with the more important apparatus of a statistical bureau, drawing tables, instruments, calculating and tabulating machines and books, cards, charts, and a collection of statistical publications—everything necessary to put statistical data into scientific shape.

It should not be a toy machine, but an actual laboratory where real work is turned out. Computations should not be made simply for the purpose of showing the student how it is done, but current statistics should be tabulated and arranged for the sake of the knowledge thus rendered accessible. For this purpose there should be a permanent force of employees. The Professor of Economics and Statistics should be the Director and lay out the work to be done. There should be a permanent chief clerk to take charge of the actual work, and such assistants (one or more) as may be needed. It is necessary that the students should know how things are done, but it is not necessary that they should do all the mechanical work connected with statistical operations.

In connection with the training of students in handling statistical material such a Statistical Laboratory could do a great deal of valuable practical and scientific work. It could, for instance, take the statistical material gathered by a charity society and put it into shape for publication in the report of the society. Much information goes to waste now because the societies have not the means or the proper facilities for putting it into fit shape for publication. Or the reports of all the charity societies, say of the City of New York, might be taken and a digest made which would classify the "experience," so to speak, of these societies under systematic heads, just as in life insurance we group the "experience" of many companies. It is probable that by thus accumulating and arranging our facts we should have light thrown on many questions which in the isolated reports appear entirely confused and indeterminate.

A single example of the important work that might be undertaken in this direction will illustrate the possibilities. The Professor of Anatomy in the Medical School of Columbia College has for years kept a record of all abnormalities observed in the dissecting room. Lombroso and other criminal anthropologists believe that criminal instincts are closely connected with anatomical peculiarities. As the source from which each subject sent to the dissecting room is known, the possibility of verifying or modifying the anthropological theory is manifest.

Inquiry of the officers of the Charity Organization Society discloses the fact that they have the record of eighty thousand persons who have applied for charity. Doubtless most of the subjects of the dissecting room would be found in this register. Taking due precaution not to publish names, the bringing together the records of the dissecting room and the record of the moral and economic condition of the individual as revealed by the inquiries of the Charity Society would probably furnish a valuable contribution to the theory of crime.

The Statistical Laboratory could do a great deal of scientific work not directly connected with Sociology. It could give a digest of the voluminous current statistical publications, which would be often of more general usefulness than the publications themselves. It could digest and translate foreign statistics not generally accessible. It could act as a bureau of information, furnishing statistical data on any subject to private persons or societies. It could prepare tables, charts and diagrams for the lecture rooms of the University and for popular lectures. Eventually the Statistical Laboratory should publish its work, not in the form of a magazine, but of slips containing summaries of recent statistics, which should be sent to the newspapers as items of information. More extensive work would be welcomed, doubtless, by the American Statistical Association, and published by it.

#### FIELD WORK.

The University and the student should be brought into connection with actual social work. For this purpose four or more Fellows should be appointed towards the end of their scholastic work. One should be stationed in the office of the Charity Organization Society of New York, one in the United Charities of Brooklyn, one in the University Settlement Society, and one in the East Side House. (This number and distribution is merely a suggestion.) These Fellows should take an active part in the work of the society where they are installed. In addition they should visit the University once a week, and report to the general seminarium of Sociology students the pro-

gress and character of their work. They should be on the lookout for fresh material for the Statistical Laboratory. They should act as guides to their younger fellow-students, and train up their successors. Their term of office should be two years, so that their services should be of value to the societies, and a probationary period of six months before the appointment might be required, so that their services would be of immediate value to the societies. Other students might take part in the work of these societies for shorter periods. Their work should be under the supervision of the regularly installed Fellow, so that the working officers of the society might be saved from the annoyance and burden of dealing with a constant stream of novices. In this way the social institutions of the city might become laboratories of the University. Dilettanteism and "slumming" from mere curiosity should be discouraged, for they are an insult to the poor and a burden on the time of earnest workers. Hard work and strict discipline should be required of the Fellows, just as in hospital appointments; for such an experience would be of the greatest value to a man, whether his future career lay in a sociological investigation, in philanthropic work, in teaching, in preaching, or in journalism. No student should be admitted to this sort of work except under the supervision of a Fellow, any more than a student would be admitted to a chemical laboratory simply to amuse himself by mixing chemicals.

Undoubtedly the Field Work is the most difficult part of the scheme. It can be developed only gradually and as experience points the way. The Statistical Laboratory, however, and the provision for Working Fellows, give us an excellent basis upon which to start and which we can develop indefinitely. The statistics supplied by our charitable and penal institutions are superficial. Criticism and suggestion from competent scientific authority would be the very best means of inducing the societies to make better reports. Many of them would be only too glad to receive a schedule or common form which they could use for the tabulation of their facts. Doubtless it is not a lack of willingness but of knowledge which renders the statistical

returns of these societies imperfect. The Statistical Laboratory could at any rate separate the good from the bad and assist honest endeavor.

Again, the study of man and the family with their environments must precede and explain statistics. This is one of the functions of the Professor of Sociology and the Fellows working under his direction. The work of gathering information about the economic and social condition of the people requires skill and delicacy, and should be undertaken only by experienced investigators. Mere aimless inquiry is often offensive and excites resentment, thus defeating its own object. Through our Fellows and our connection with the Charity Organization Society and the University Settlement Society, we should have the command of a large amount of definite information, which could be extended and completed on scientific lines. The following scheme is suggested as one that could be carried out under the direction of the Fellows. The object of the whole scheme is to make the City of New York acquainted with itself. This can be done by minute sociological investigation of sections or groups of families, following out certain lines. Such an investigation might be arranged under the following heads:

A. STUDY OF CONDITIONS.

- (1) *The Standard of Living*.—With what sort of life are the people satisfied? are they struggling to get above that, or are they falling below it? Carry out the investigation for groups of families of different nationality, Irish, Italian, Russian Jews. Follow out the same investigation for groups of occupations, such as clothing workers, cigar makers.

Carry on various sub-inquiries as to Standard of Living. With what sort of tenement are the people satisfied? with what sort of sanitary arrangements? with what number of rooms? with what conditions of cleanliness? What is the connection of different families with the liquor traffic and the saloon problem? What is the relative thrift as shown by savings? What is the opportunity or desire for family life?

- (2) *Origin of our City Population*.—Inquiry into the relation of the city born and bred and the immigrants from the country or from abroad to the various sorts of evil dealt with by the police and the

charity societies. The proportion in which these different classes contribute to these evils. The conditions under which the city born are brought up; home conditions, education and instruction, nourishment, age at which children are put to work, family discipline, educational ideas of parents. How immigration affects the conditions of life in New York.

- (3) *Cause of Crime and Vice.*—Extension and elaboration of studies similar to Dugdale's *The Jukes*, and McCulloch's *Tribe of Ishmael*. As to the origin and heredity of the defective and dependent. Of the individuals who come under the notice of the Charity Organization Society, for instance, how many are inter-related through marriage or descent. Material for this study would be found on the records of the Charity Organization Society and the institutions of public and private charity.
- (4) All this should lead up to a sociological description of New York City similar to Charles Booth's *Life and Labor of the People in London*. Such a description would not only serve as a guide for philanthropic efforts, but would be of unique sociological value because we have in New York such different and marked national types. In no city in the world (except possibly Chicago) would an investigation of this sort cover so many points of general sociological interest to all students apart from its merely local usefulness.

#### B. STUDY OF REMEDIAL AGENCIES.

- (1) What do the State, County and City do for the relief of poverty and distress? What is the existing law? What are the administrative agencies? How efficient are they?
- (2) What do such large and important agencies as churches and parishes undertake to do?
- (3) The methods and efficiency of the larger organized charities. The extent and influence of minor private charities and the efforts of individuals.
- (4) Study of particular remedial and elevating agencies, such as schools, colleges, hospitals, clubs, trades unions, savings banks, benefit societies, temperance societies, co-operative stores, etc.

#### C. PRESENTATION OF RESULTS.

The information thus collected should be arranged, criticised, and sent forth under the authority of the University as the best available results of scientific investigation in sociology.

A mere consideration of such a scheme as the above suggests the following reflections:

(1) That the functions of the Professor of Sociology should consist not only in lecturing, but very largely in supervising the practical work, in assigning investigations and in seeing to their editing and presentation in proper form.

(2) That some large provision, financial and other, should be made for gathering data, for working them up and presenting the results. The financial need could be met by an endowment the income of which could be used for extending the number of fellowships, for employing paid canvassers, for additional clerical force in the Statistical Laboratory when needed, for printing and publishing. The expenditure of the income of such a fund should be entrusted to a committee consisting, say, of the President of the University, the Professor of Sociology, and the Director of the Laboratory, so that it could be turned from time to time in such directions as might seem most profitable and promising.

Other provision should be made for utilizing the present agencies for collecting such information. The closest possible connection should be established with the Charity Organization Society and the University Settlement Society. The directors of these societies might be recognized as officers of the University, either as lecturers, directors of practical work, councillors, or in some way so as to secure their sympathy and co-operation. The best people interested in such work should be brought into touch with the University by invitations, to present to the students any valuable results of their experience. The University would thus become the common centre for gathering together the experience of different workers, and for distributing information to students and workers—a sort of scientific Clearing House.

In conclusion, it may be said that for any true success in such a department it will be necessary to proceed slowly, to seek advice, and to learn from experience in what directions to throw our strength. With a Professor of Sociology we can undertake the University teaching, which will in itself be a great advance, and give us a well-rounded curriculum of University instruction in Social Science. At the same time the

Statistical Laboratory can be started on a small scale and inexpensively, so as to see whether the idea is capable of development. Fellowships should be established only as we find promising men to fill them.

The above report has been submitted to and approved by the University Faculty of Political Science.

## CHARITY ORGANIZATION SOCIETY OF NEW YORK.

THE work of the Society during March showed some slight decrease, although much less than usual at this season of the year. It is worthy of notice that, although the work of the past season has been so extraordinarily increased over previous seasons, the highest point in applications occurred within the same week as in the two previous years, namely, the week ending January 20th, as shown by our summary.

In the March REVIEW the increase of new cases over the average of the two previous years was 297 per cent. The increase in March has been 169 per cent. The falling off from the highest point to the first week in March was only 15 per cent. as compared with an average reduction in previous years of 45 per cent. The later weeks in March have shown more diminution, but the reduction is still far from the normal. For the last week in March the increase over the corresponding week of 1893 was 88 per cent., and 121 per cent over 1892. Under this continuance of exceptional labor, the Executive Committee has found it necessary to continue the employment of all of its emergent force, numbering nearly twenty employees, for another month.

Our First District Committee has removed its office from 150 Nassau street to No. 9 Chambers street, where more commodious quarters have been procured at substantially the same rent.

The Society has found great difficulty in securing a sufficient supply of tickets for relief-by-work for the several districts of the Society, that form of relief being, although not entirely free from objections, by far the most satisfactory and the least dangerous of any help that could be given to parties who have heretofore been entirely self-supporting. Conferences have been held with the committees in charge of the funds gathered from the public for providing relief-by-work at street-sweeping, whitewashing east side courts and alleys, and tailoring for

women and tailors, at which other leading societies were represented; and it was the unanimous opinion that the efforts to provide such work should be continued certainly during the month of April, and perhaps, if funds permit, in a diminishing amount through the month of May.

The petition of the Committee on Provident Habits, looking to the introduction of the Penny Provident Fund in the public schools of this city, has been favorably acted upon by the Board of Education upon a commendatory report from its Committee on School System.

For some unexplained reason, the Police Commissioners have ceased to take to the Police Court lodgers at the Police Station houses for committal to the care of the Commissioners of Charities and Correction, although the brief experience in that course, which was adopted on the recommendation of the Mayor, showed that the results were most desirable. As, however, the number of Station House lodgers always declines at this season of the year, the evils connected with the system are so much reduced that no further effort will be made in this direction until the approach of another autumn.

The Society has approved a measure, originating with Mr. Horace J. Smith, of Philadelphia, an enthusiastic worker in behalf of postal savings banks, urging upon Congress the passage of a bill to provide for the redemption of postage stamps in a form to enable small savings to be made, to provide a fractional currency and avoid another scarcity thereof, and to facilitate the transmission of small sums. Such a measure would be an accommodation to thousands of persons for use as remittances, in addition to giving opportunity for saving small sums, redeemable at any post-office. The British Post Office issued in August, 1892, one million of blanks for a similar purpose, and again in January, 1893, another million—showing the great use made of the stamp system in England.

The adverse report of the State Board of Charities upon its recent examination into the administration of the New York Juvenile Guardian Society, has been made public in the newspapers. Copies of the full report may be had of the General

Secretary on application. The whole work of that Society was condemned in strong terms, and the cancellation of its charter was urged upon the Attorney General.

The Executive Committee has appointed the General Secretary a delegate to the next National Conference of Charities and Correction, which meets at Nashville, Tenn., May 23d-28th, and the President has power to appoint as delegates from the Society other members who may express their desire to attend.

Substantial progress has been made in the inauguration of the Provident Loan Society, or the "pawn-shop upon humane principles," referred to in previous numbers of the REVIEW. At the preparation of these items the required \$100,000 capital has been subscribed, and the bill for a special charter is pending in the Legislature.

#### GENERAL NOTES.

---

IN the last issue of the *Charities Review*, in chronicling the work of the New York Charity Organization Society, a brief reference was made to the Department of Sociology recently inaugurated by the University Faculty of Political Science of Columbia College; and the aid and co-operation mutually intended. In the present issue we print the very valuable report which was made to the trustees of Columbia, prior to the organization of the Department and the appointment of Prof. Franklin H. Giddings to the professorship of Sociology. This report is so admirable in every detail, that it is its own commentary. Since that report was written, however, the negotiations with the New York Charity Organization Society have been completed, and from the "Announcement" of the School of Sociology for the coming year is quoted the following statement showing the close relations already assumed between the Charity Organization Society and the Department of Sociology:

"For the purpose of affording an opportunity to study the practical work of relieving the poor, arrangements have been made with the Charity Organization Society of New York, by which special facilities for work and training will be offered to the students of Sociology. That society is the largest organization of the sort in this country, follows the most approved methods, and is constantly devising and perfecting its modes of operation. In the year 1893 it numbered 2335 members and contributors, had 488 co-operating societies or agencies, investigated 4752 applications, and secured relief for 2287 worthy applicants. Its registration bureau contains information about 170,000 families, or parts of families. It stands in close connection with the great charitable societies and institutions of New York, whose work it endeavors to co-ordinate and render more effective. Its officers have expressed the liveliest interest in this effort to unite theoretical and practical work in Sociology, and have promised cordial co-operation and aid.

"By the action of the Council of the Charity Organization Society the President and Faculty of Political Science of Columbia College have been given the privilege of nominating a member of the Council, so that the University will be directly represented in the management of the Society.

"It is expected that advanced students in sociology will have the opportunity of joining some one or more District Committees organized under the direction of some of the experienced members of the Society, and be trained in the work of investigating and reporting upon applications for relief, in friendly visiting among the poor, etc. Such work will be continuous, and should demand at least six hours a week of the time of the student. Experience will thus be gained of the various problems of charitable work and of social conditions, under the very best guidance.

"Demonstrations will be made at the Central Offices of the Society, of the methods of recording the applications for relief, of co-ordinating the work of different societies, of the details of management, of the different forms of aids to thrift, such as the employment bureau, the wood-yard, the wayfarer's lodge, the penny provident fund, the pawn-shop. These demonstrations will be repeated sufficiently often thoroughly to familiarize the student with the methods of the Society.

"As the students gain experience they may be placed upon the special committees of the Society having these matters in charge, and after they have completed a course in Sociology opportunity may be found for a selected number who wish to continue work in this direction, to have a desk in the Central Office and form part of the working force of the Society under suitable arrangements."

---

## CONFERENCES.

THE third annual conference of the Indiana state charities and corrections began its session on February 20, at Terre Haute. The morning was taken up in the organization of the conference. In the afternoon session Pres. Sydney B. Davis gave an address of welcome, in which he extended to the delegates greetings of sympathy in the cause of charity. He also spoke of the vagrant charity, and defined in clear words the difference between vagrants and worthy poor or helpless. He urged the lifting up of the unfortunates, surrounded with crime and degradation, to a higher sphere of life: The state, he said, should adopt the indeterminate system of sentences. Every person found guilty of a second or third offense should be sentenced for life, with the power in the governor to parole for good behavior, violation of the parole to cause deprivation of all future privileges. This would work a

great saving for the state and would deter many from the repetition of petty offenses.

Following Mr. Davis, Mr. L. P. Alden, superintendent of the Rose Orphan Home, read a paper on the subject of "Child Saving." He said: "Organized efforts to save destitute and neglected children are of comparatively recent origin. Until recent times vast sums of money were expended in all countries to punish criminals and care for paupers, but little or nothing was done to cut off the sources from which paupers and criminals spring. The state allowed a large class of children to grow up in hot-beds of vice, under the most unfavorable circumstances, without any moral, industrial or intellectual training, until they had become criminals, and then stretched forth its mailed hand for the punishment. But in vain was the effort to dam the rivers of pauperism and crime by lavishing money in charity, and building poor-houses, jails and prisons. The stream continued to flow on broader and deeper than ever. But at last the happy thought began to take possession of the public mind that prevention was not only easier, but cheaper than cure; that it was cheaper to train neglected children for a few years and give them a fair start in life, than to convict and imprison them. Oscar McCulloch, of Indianapolis, made a study of a remarkable case in that city, and our own Charity Organization Society has run across one family in this city with four generations of paupers, and there are other families here which are well started on the same road. As a result of these studies and subsequent discussions, there is now a general movement in all civilized countries to save the children by removing them from unfavorable surroundings and placing them in institutions or families where they shall have an opportunity for the development of what good there may be in them. The children now cared for by free kindergartens, children's aid societies, various lodges, religious organizations, municipal, county and state institutions, would make a large army. And this movement is enlarged every year. Four states at least, Michigan, Wisconsin, Minnesota and Rhode Island, have provided state public schools, to which county officials are compelled to send all destitute and neglected children, and where they are thoroughly trained until suitable homes can be secured for them in families. During the past five years Indiana has made an important beginning in the direction of rescuing children from bad homes by the establishment of the Board of Children's Guardians. I will only add that the committee on legislation, appointed by the last conference, secured an amendment to the law establishing the Board, by which its benefits are now extended to all counties in this state having a popula-

tion of not less than 30,000 inhabitants. Vigo county is included in the number, and last spring a Board of Children's Guardians, consisting of three ladies and three gentlemen, was appointed by Judge Taylor. Already this Board has taken about 100 children from very depraved homes and placed them in various institutions or families. At the last conference, a year ago, the committee on legislation also drafted a bill regulating the reception into, the dismission from, the general care of destitute children by the various institutions of the state, which was unanimously approved by the conference, and became a law. This law will give the institutions control over children, after they have been received or placed in families, until they are 21 years old. Formerly it ceased when the child became 14 years old, except by the written consent of the child. This law also authorizes the officers of aid societies and institutions to adopt all children committed to their care as fully as could the parents themselves were they present. At the best we can only hope to keep pauperism and crime at a minimum. Not only shall we always have some poor people, but there will always be criminals until the millennium comes. How large the percentage is of those who finally develop into good citizens it is hard to determine. Many do well for a few months or years after being placed in families, who finally turn out badly; while others who seem to be almost hopeless during the years of childhood, later in life develop well. Some claim that over 90 per cent. of this class become good citizens. This I think too high an estimate. But if only 80 per cent., or even 70 per cent., after a trial of twenty years or over, adhere to the path of rectitude, all the labor and money expended in their behalf would be amply repaid.

Mrs. J. A. Kettring, of the Children's Aid Society of South Bend, next spoke on the subject, "The Placing Out of Children." She urged that great care should be taken in the selection of families with whom children are to be placed. Further she said, viewed in the light of results, the system of placing children in families has been successful. Of the 80,000 children placed in forty years by the New York Children's Aid Society, only 4 per cent. have brought discredit upon themselves.

A paper was read on "Institutional Work for Dependent Children," prepared by Mrs. D. Beatty, of South Bend, president of the Children's Aid Society, who was unable to be present on account of sickness.

Rev. N. A. Hyde, D. D., spoke on the "Experience of the Indianapolis Board of Children's Guardians." In substance he said: "The power of the state must be employed to rescue children. Indiana was the first State to take steps in this line, in 1889. On April 1, 1889, agents were appointed in Marion county (Indianapolis) and the work

was continued with marvelous results. The Supreme Court of the state has decided that the state is the guardian of its children where surrounded with crime and lawlessness. It is the duty of the officer of the Board to search for children surrounded with immoral associates and lift them through the Board to a better life. The purpose of the Board is not complete until the child taken charge of is in a good home. Sometimes it is not easy to get a good home and changes have to be made."

In the discussion that followed on the different papers read, Dr. James Jenckes, State Superintendent of the Children's Home Society, gave an outline of the work accomplished by this society since October 31, 1892. He said the object of the society was to get pauper children away from institutions and place them in good homes. In seventy-two weeks he stated that his home society had placed seventy seven children in good homes in Indiana.

The evening session consisted of fifteen minute-speeches. W. C. Smallwood spoke on "What is Charity?" The paper was a brief review of the charity work in Terre Haute, upon the different kinds of charity and the means of giving to bring the best results. He contended that to bring about a moral reform from charitable work, the men who have alms at their disposal must know the character of the persons to whom they are giving, that they must go among the depraved and needy and learn their wants, and then administer to them in a manner which will not encourage idleness. He claimed that actual suffering was what a certain class of people need to bring about the results required from a moral standpoint.

"What is the Problem of the Poor in Cities?" was a subject discussed by P. W. Ayers, Ph. D., Secretary of Associated Charities of Cincinnati. By a simple system of blackboard illustrations he gave the different phases of poverty as set forth by Dr. Charles Booth of London, who has made the problem of the poor, the cause of their poverty and the best means of reforming and assisting them, a study. He said the churches of the big cities in this country are in a measure responsible for the vicious state of poverty; that a part of the money spent in the erection of jails and the employment of police would accomplish greater good if used in a charitable way—that a man is often made a criminal where a little Christian influence and friendly aid would have made the same man a Christian and useful citizen. He cited the fact that in many instances the churches aid or refuse to aid persons before knowing the true nature of the applicant or his true character. The gist of Mr. Ayers' remarks was the importance of the ministers of the churches and church members knowing that the persons they are aiding are de-

serving, and trying to save souls while alleviating the suffering from poverty.

The closing speech was by Mr. Alex. Johnson, superintendent of the School for the Feeble-minded, of Ft. Wayne. Mr. Johnson occupied the time allotted him in giving the details of the charitable work throughout the state, especially at Ft. Wayne and Indianapolis, and pointing out the good results from the small amount of legislation which has been given in the interest of charity.

At the morning session, on Feb. 21, Judge Mack made an attack on reform schools and prisons of the state, stating that these institutions were schools and institutions of vice and crime. The judge said in a few words that it was almost inevitable that girls who went to the Reform School became corrupt by associations. Further he said that the penitentiaries of the state were schools of crime, and nine of every ten young men who went to the prison came forth more sin-burdened than when they were first committed. To substantiate his charge Judge Mack repeated a statement made to him while on the bench a few years ago. The statement was from a former inmate of the Indianapolis Reform School for Girls. She claimed that from association with girls in the institution more depraved than herself she had learned habits of vice, and that immediately upon leaving the reformatory she first began a life of shame in Indianapolis and afterwards in Terre Haute. In conclusion he stated that whenever possible he had avoided sending any person to reform schools for this reason.

Alexander Johnson, superintendent of the School for Feeble-minded at Ft. Wayne, was the first to reply to Judge Mack's statement. Mr. Johnson admitted that the systems now used under existing circumstances had shortcomings, but he believed that Judge Mack's criticisms were too severe. Further he said: "It was an essential evil, the evil arising from association in any manner. Not an institution of any character in the world was free from this taint. Is it to be wondered at that the inmates of these schools were touched by the same evil?" He did not deny its existence; he acknowledged it with sorrow, and said that every true citizen of the state should make an effort to lessen the wrong. No matter what care the officials of these institutions took to keep the different classes and ages separate, still some were contaminated by contact with the more sinful.

The Rev. R. V. Hunter followed in defense of the systems now used in the reformatory institutions. He said that no person would deny that such evils did exist, but he thought no one should make such a broad attack upon the institutions of the state without first offering a

substitute system of preventing crime and pauperism. Miss Sarah F. Keeley, superintendent, and Mrs. Walker, president of the Indianapolis Reform School for Girls, also defended the institutions.

At the evening meeting, Superintendent Charlton, of the Plainfield Reform School, continued the discussion of Judge Mack's charges by stating how he conducted the school and enforced discipline to avoid the increase of crime and vice among the inmates. Mr. L. P. Alden followed in a similar explanation. Mr. Alexander Johnson next gave a description of the new Marion county jail at Indianapolis, which was constructed with the object of keeping prisoners from having communication with each other. Further, he said that many a young man is dragged back to crime by some acquaintance made while confined in a prison. The Marion county jail, he said, was a place of detention and not a prison. Men awaiting trial were kept in solitary confinement while they were inmates.

Judge Taylor was next called, and said: "I am not going to say that the institutions are perfect. It is not the managers or superintendents' fault. It is the niggardly policy of the Indiana legislature in not providing proper institution buildings. Look at the officials of the state. With these a large amount of the fault lies."

The discussion was concluded by a few words from the Rev. R. V. Hunter, who said that a great deal of information had been gained by the attack of Judge Mack, and sincerely hoped that it would be the means of inducing a vigorous effort to right the deficiencies in the institutions, if such existed.

After this discussion, the Convention continued with the regular programme. Mr. J. C. Harvey, Superintendent of the Wayne County Poor Asylum, read a paper on "Poor Asylum Discipline," in which he spoke of the Sunday services and the kindness to inmates, and urged that the Superintendents should secure a history of all applicants. He did not believe in holding religious services every Sunday. Mr. W. H. McCullough also read a very interesting paper on the "Relation of Outside Authorities to Poor Asylums." He said that reports were made sometimes untrue. After these papers a lengthy discussion followed.

Dr. Jencks asked Superintendent Harvey how the inmates of the poor asylum spend Sunday where no services are held. Mr. Harvey explained that the inmates were allowed papers of all kinds to be read on the Sundays.

Mr. Bicknell said "the great difficulty in holding religious services in the poor asylums is the trouble of getting ministers or others to hold services. There is no money in it for the preachers, and there, to a

certain extent, lies the trouble. The poor asylums of Indiana are generally lonesome places."

Mr. J. C. Harvey stated in answer to a question, that there are 360 insane persons in Indiana confined in poor asylums. Other superintendents made the following statements. Mr. Priestly, superintendent of the Poor Farm at New Albany—I find that a good woman can do much in caring for inmates of the poor farms. I have services every Sunday. There are fourteen insane patients in the New Albany Asylum. Mr. McAllister, superintendent of Vigo poor asylum—There are twenty insane patients in the Vigo poor asylum, and all are now well cared for in separate apartments from the pauper inmates. Mr. Greer, of the Clay County Poor Asylum—There are seven insane patients under my charge. I have no cells in the poorhouse building, and one man I have cleaned up for nearly a month, waiting orders from Indianapolis to remove him there. Mr. Daniels, of Frankfort, also spoke of this case, and stated that as far as he could learn about it, there was a looseness of the law at Indianapolis. Mr. Lee, of Lawrence county—There are no church services held in the poor asylum of which I have charge. I have twenty children in my care, and seven insane patients. The insane inmates mingle with the children. Mr. McCullough, Coy county—I hold services every second Sunday, and I find that it does a great deal of good. Mrs. Yeager, of Indianapolis poor asylum—I have 252 inmates under my care, fifty-nine of whom are insane. Several of the insane patients work. I manage to have services every Sunday. I hold meetings myself sometimes, and have organized a church.

Before adjournment the following resolution in the shape of a motion was unanimously adopted by the conference :

WHEREAS, The county poor asylums of Indiana are compelled to care for a large number of insane persons by reason of the incompetency of hospitals to receive the insane of the State; and

WHEREAS, The poor asylums are entirely unsuited to give to such persons the care and the treatment which they require; therefore be it

*Resolved*, That it is the sense of the State Board of Charities and Correction that the State should so increase the capacity of its hospitals that all insane requiring special care and treatment may be received into them.

At the session on Feb. 23 the principal subject of discussion was "Reformatory Work." Professor Charlton, superintendent of the Reform School for Boys at Plainfield, after the opening exercises spoke on the subject of "Manual Training."

Mrs. Sarah F. Keeley, superintendent of the Reform School for Girls and Woman's Prison, Indianapolis, gave a half hour talk on "Reform-

atory Work and Practical Results." In her paper she spoke of the necessity of training children when young to secure good results. "The child problem has become a great problem in this age. There is much preventive work in a reform school, since it receives children from the age of 8 to 13 years, and yet it is surprising how well versed in the ways of sin these little ones become. The primary object is to check the downward and evil tendencies of its inmates by both example and to so discipline and train the hand, head and heart that they shall be prepared to become useful and worthy members of society. Reform Schools were at first charitable institutions; now there are three different kinds of Reform Schools. A reform school to be a success must be an industrial school. There are at present two different systems, the family and the congregate. In the former the inmates are divided off into families, with a teacher for each cottage. In the congregate system the inmates are supposed to mingle in one body; but they do not. They congregate under one roof, but they are generally classified and divided into divisions. Each system has its advantage. Sometimes both are combined. In either system it is by the individual influence of the officer or teacher by personal contact and labor, by personal love and interest, that the boy or girl is helped into a better life. While institute life is not the natural life for children, it is far better than to have them educated on the streets. In our own state we have two reform schools. The same lines of thought are generally followed. The question is often asked: 'Do reform schools reform?' Yes and no. Our public schools, excellent as they are, do not succeed in educating all of our land. The Sabbath-schools do not save all who enter. Ministers do not reach all of their congregation. Why should reform schools be expected to reform all who are committed to their care? There is something in the early training of some or in the lack of training at all."

Miss Laura Ream, of the Board of Managers of the Reform School for Girls and Woman's Prison, Indianapolis, read a paper on "Reform Work from a Trustee's Standpoint." In her talk she said: "The relations of an institution are embraced in the sworn and subscribed-to statement that the duties involved will be 'honestly and impartially' discharged. The duties vary according to the statute regulating the institution in question, but the responsibility of the trustee is the same. It is not my province, and would not become me, to define the obligations of the trustees of the several institutions of the state, and I will therefore confine my remarks to the management of the Reform School for Girls and Women's Prison, better known as the Reformatory Insti-

tution for Women and Girls, with which I have the honor of being connected. Here I may observe that there is general regret that the name of the institution was changed. It is considered many steps backward in the work of reform, as none but the condemned are irreclaimable. There is but the difference of a few months in the ages of many of the girls sent to the penal and to the reformatory departments, and I say it with pain, by far the worst criminals now in prison are the girls sentenced from the Reform School for setting fire to the building two years ago. Instead of the board appointing all necessary subordinates, with few exceptions, it is done by the superintendent, who claims the right of discharge without recourse. The board reserves the right of approving appointments by the superintendent and dismissing for cause. It exercises the duty of passing on repairs, tickets of leave, inspection of buildings and bills and care of inmates, together with due regard for the welfare and comfort of each officer and employee, from the superintendent to the lodge-keeper.

"My observation will hardly permit me to agree with our able and zealous superintendent in his estimate of the percentage of reform, but I am free to declare that any per cent. is a large return for the capital and labor invested in this field of State work. If in the main the institution is proved to be rather a house of detention than a reform school it is an ample means of saving grace to the community."

Professor Commons, Chairman of the Committee on Time and Place of Next Conference, reported in favor of the third week of April, 1895, as the time for the next conference, and Fort Wayne as the place. The report was adopted by the Conference.

---

#### CHARITY ORGANIZATION SOCIETIES.

BALTIMORE, MD.—In reply to attacks on the Charity Organization, Mr. John Glenn stated in the *Baltimore News*: "Our organization is not one to hand out money the very minute an appeal is made to us for aid, as we have found that that sort of thing only makes paupers. Our mode of working is this: The minute that an appeal is made to us for help we send one of our agents, of whom we have seven, to investigate the case and report to us. In addition to these agents, we have 60 or 70 ladies and gentlemen who help us out in this matter of investigation. If we find the case worthy of help, we promptly give it.

There are hundreds of cases where we give money that do not show on our annual reports. Take, as an illustration, the case of a woman who came to me and stated that she had had \$1500 left her in Germany, and needed \$100 to go on and get the money. I investigated the case, found her story to be true, and advanced the money, which was promptly returned to me when the estate was settled. Then I remember two other cases where we advanced \$50 to women conducting small stores, and had the money returned. Then we have what is called the "Golden Book." In this any charitable person can come forward and enter his name for any amount to be given to a worthy cause. If there is no demand for it the money is not expended. It is impossible for us to show all these different amounts on our treasurer's report. We aim to help people to help themselves, and not to encourage tramps and hard cases to come to Baltimore. To illustrate this: Before we started the Friendly Inn and the Wayfarers' Lodge the city was infested with all kinds of hard characters, who only had to apply to the station-house for a night's lodging, and were then turned out either to beg or steal their meals. Now the police authorities turn them over to the Inn and Lodge, where they have to work for what they have to get. The police officials report that there has been a great falling off among the tramps, and those that do come are of the better class. Of course, we are often imposed upon by people, as will be shown from the fact that at a meeting of the Coal Exchange, when it was proposed by a dealer to give a certain amount of coal to the poor, another dealer stated that in delivering coal on police tickets he had left it at houses with a frontage of 25 feet and well furnished. It is unfortunate that associations organized for charitable purposes should have any disagreement, as it causes the general public to lose faith in them. Our reports show nothing as to the work we do in helping the poor."

BIRMINGHAM, ALA.—The United Charities has been compelled to suspend work, owing to want of funds.

BRADDOCK, PA.—The United Charities is out of funds, and at a meeting held Feb. 27 the secretary was instructed not to issue any further orders until the treasury was replenished. The report of the operations of the society for the month showed that 89 families and 410 persons had been aided. Of this number, 69 were Americans, 40 Germans, 2 French, 25 Swedes, 50 Hungarians, 33 English, 116 Irish, 11 Scotch and 64 colored.

BUFFALO, N. Y.—A meeting of the Associated Charities was held

March 9, Mrs. B. B. Glenny presided. Mr. Ansley Wilcox, by request, gave a general outline of the methods of the society, and of the part that other societies were asked to take in connection with it. The general subject of the meeting, he said, was co-operation. The Charity Organization Society was to be regarded as a general clearing-house and investigating agency for all the other city charities. It was desirable to know how many societies were co-operating. It had been necessary to increase the working force of the Charity Organization Society considerably during the winter, but the work was now falling off somewhat. It was reported that there had been 25 replies to the 108 personal and other circulars sent out asking for co-operation, and the committees of investigation had been enlarged by that means.

BURLINGTON, IA.—The Charity Organization Society has memorialized the State Legislature, and the senator and representatives from the county have been urged to favor the establishment of a State Board of Charities.

CINCINNATI, O.—The Associated Charities report that the number of applications materially lessened during the recent mild weather. In February, 2,700 cases were handled and assisted.

CLEVELAND, O.—The Board of Managers of the Bethel Associated Charities met Feb. 23. Representatives were present from all the relief districts. Superintendent Raymond, in his report, said that work orders had been issued to 3,557 men for about 5,000 days' work. Women were given home work in two months to the amount of \$496.92, beside 300 days' work to laundresses and scrub-women. Mr. Raymond then read the report of Bolivar Butts, in charge of the labor bureau, which stated that there had been issued 12,381 days' work at \$1 a day, 7,926 of which was paid in cash, and 4,455 in supplies. The demand for work had been greatly in excess of the supply, and was increasing daily.

DETROIT, MICH.—The Association of Charities held its quarterly meeting March 7. During the past three months the whole number of cases treated by the Association was 1,488. In the meal and lodging department 543 meals and 298 lodgings, including 34 special tickets, were issued, at a total cost of \$107.50. In the labor department 1,005 applications for work were received, 576 names were registered, and work (temporary and permanent) was found for 337.

HAMILTON, ONT.—Mayor Stewart presided at the meeting of the Associated Charities held Feb. 15. The report of the sub-committee appointed to consider the affairs of the Association recommended the

abolition of the labor bureau and placing of the stamp savings bank system in charge of the bank. The report was adopted. A committee was appointed to confer with the Bank of Hamilton officials whenever immediate consideration of details of the savings bank scheme is required.

HARTFORD, CONN.—Agent A. S. Finch, of the Charity Organization, has made a report, showing what the Society has accomplished during its short existence. There have been in all 393 applicants for assistance. A large proportion of these cases have been investigated, and help has been given where it was deserved. Ninety-four families have been assisted, which classified according to nationality are as follows: German, 28; Irish, 19; Swede, 11; American, 11; English, 7; German Jews, 4; Jew, 1; Italian, 1; French-Canadian, 1; American and Irish, 2; American, 1; French and English, 1; Irish and German, 1; Pole, 1; Pole and German, 1; Pole and Russian, 1; Colored, 1; Scotch and Irish, 1; French and Irish, 1.

LA CROSSE, WIS.—Steps are being taken to form an Association of Charities which will have for its purpose the preventing of persons from imposing upon two charitable institutions. Persons have been known to have had help from the Young Ladies' Mission Band and church societies at the same time, thus securing more aid than they deserved. A stranger deceived several ministers in La Crosse last week to the extent of \$1 each, by representing himself as the son of a pastor in the same church. At a meeting of the Pastors' Union March 5, notes were compared and the fraud disclosed.

LOS ANGELES, CAL.—The Associated Charities have made arrangements with a reliable restaurant whereby they can give meals at a nominal price, and have issued meal tickets which are on sale at their contract price. This is for the use of those who are called upon every hour of the day to give a meal to some unfortunate man or woman, and the ticket cannot be used for anything except food, thereby protecting the donor from any attempt to purchase intoxicating drinks with the money that would be given for the necessities of life.

MEMPHIS, TENN.—At a meeting held March 8, J. Malcolm Semmes was elected president, Joseph Reynolds, treasurer, and Mr. Cardwell continued as secretary and superintendent. Upon motion, the Association allied itself with the Woman's Council, and elected Mrs. Floyd and Mrs. Semmes to represent it in the Council.

MILWAUKEE, WIS.—At the last meeting of the Board of Directors of the Associated Charities, F. G. Bigelow was elected treasurer. Agent

Frellson's report for the month was as follows : Cases investigated—Old, 70; new, 289; non-resident, 11; families not needing aid, 54; families unworthy of aid, 15; families sent where relatives can care for them, 4; single persons investigated at office, 221. Of this number, 54 were found unworthy of aid, 130 were assisted temporarily, and 26 were furnished work. Transportation was furnished to twelve persons, four loans made, two frauds exposed, three reprimands for begging and neglecting family administered, one person arrested for abandoning his family, nine sent to the Home of the Friendless, one to the county hospital and two to the poorhouse.

SAN JOSÉ, CAL.—The following officers were elected at the meeting held Feb. 10: President, Rev. L. Delos Mansfield; first vice-president Rev. H. M. Tenney; second vice-president, Mrs. B. D. Murphy; treasurer, James Bean; secretary, Rev. W. W. Logan. A motion was carried that the Chief of Police and one member of the Board of Supervisors shall constitute ex-officio members of the Association Board of Directors. A public meeting was held February 11, under the auspices of the organization, at which an address was given by Prof. Amos Warner, of Stanford University.

TOLEDO, O.—The Associated Charities report that a large number of those who have been applying for relief have obtained work, so the demand for assistance is decreasing daily.

---

## GIFTS AND BEQUESTS.

BULKLEY, C. H., Cleveland, O. By gift. Bethel Associated Charities, \$100.

BAILEY, James Montgomery, Hartford, Conn. By will. His library to Danbury Y. M. C. A.; \$15,000 equally divided between Connecticut Humane Society and Second Baptist Church of Danbury. Personal property to Danbury Relief Society.

BALDWIN, Elbert J., Cleveland, O. Will filed February 9th. Oberlin College, \$25,000. Value of estate, \$400,000.

BENNETT, Harriet A., Buffalo, N. Y. Will filed March 5th. Contingent bequest of \$20,000 divided between Onondaga County Orphan Asylum and Hospital of the Good Shepherd; Homeopathic Hospital \$5,000; Buffalo General Hospital for endowment of free bed therein, \$5,000; Home of the Friendless, \$3,500; Ingleside Home, \$3,500;

Newsboys' and Bootblacks' Home, \$5,000; Calvary Presbyterian Church, \$3,000; Hampton Normal Institute of Fortress Monroe, Va., \$1,500; Board of Home Missions of Presbyterian Church, \$2,500.

BOMDAV, James, Jr., Baltimore, Md. Will filed February 13th. Preachers' Aid Society of the Baltimore Conference, \$1,000; East Baltimore Station M. E. Church, \$1,000.

BRUBAKER, Susanna, Philadelphia, Pa. By will. "For keeping in repair the cemeteries connected with the Moravian Hess Meeting House and Hammer Creek Meeting House, \$500 each."

CORNELL, Alice, Newport, R. I. Will filed March 5th. Rhode Island Monthly Meeting of Newport, \$5,000.

CORRIGAN, Thomas, Kansas City, Mo. Will filed March 5th. Catholic Orphans' Home, \$5,000; Little Sisters of the Poor, \$5,000; House of Good Shepherd, \$5,000; St. Vincent de Paul's Society of the Cathedral, \$2,500; St. Margaret's Hospital, \$500.

COX, Edward P., Buffalo, N. Y. Will filed February 21st. Asbury M. E. Church, \$1,000.

CRANE, Michael, Washington, D. C. Will filed February 21st. Little Sisters of the Poor, St. Ann's Orphan Asylum, St. Joseph's Orphan Asylum, St. Vincent's Orphan Asylum, \$50,000 in trust, for equal distribution after three years.

ELY, Richard S., Avon, Conn. Will filed March 15th. St. Luke's Hospital, \$20,000; New York Association for Improving Condition of the Poor, \$10,000; New York Society for the Prevention of Cruelty to Children, \$10,000; Society for Promotion of Gospel Among Seamen, \$5,000; Wetmore Home for Fallen and Friendless Women, \$5,000; Home for Old Men and Aged Couples, \$10,000; Society for Suppression of Vice, \$5,000; Century Association, \$10,000 for a library; Hartford Art Society, \$10,000; Yale University, to found professorships in academic, law, medical and surgical departments of the University, residuary estate. Value of estate, \$477,500.

ERHARDT, George A., Philadelphia, Pa. Will filed March 2d. Lutheran Orphans' Home at Germantown, \$25; Dorcas Society of St. James' Church, \$25.

FEGELEY, Lavina H., Pottstown, Pa. By will. Emanuel Lutheran Church, Pottstown, \$2,000; Pottstown Hospital, \$1,500; Muhlenberg College, Allentown, \$5,000; Lutheran Seminary, Philadelphia, \$500; Lutheran Orphans' Home, Germantown, \$500. Value of estate, \$16,000.

FENNO, J. Brooks, Boston, Mass. Will filed February 20th. For equal distribution among charities of P. E. Church by Bishop Brooks and testator's son, \$25,000.

FOX, Moses, Hartford, Conn. By gift. Hartford Hospital, to establish a free bed, \$5,000.

FROST, Rufus S., Boston, Mass. By will. To the Town of Marlboro, N. H., \$5,000; Congregational Church of Marlboro, N. H., \$5,000; First Congregational Church of Chelsea, \$2,000; Massachusetts Home Missionary Society, \$2,000; American Congregational Association, \$1,000; Wellesley College, "to be devoted annually to some young woman of the graduating class, who shall be designated by the principal of the college, having regard to deportment, scholarship, and necessities," \$1,000; Abbott Academy, Andover, Mass., "the income to be appropriated similarly as the donation to Wellesley College," \$1,000; Wellesley College, "to found a scholarship the income to be devoted annually to aid poor and deserving students," \$5,000; Bradford Academy, Bradford, Mass., "the income to be devoted to some woman of the graduating class as defined in the bequest to Wellesley College," \$1,000; Elmira Female College, "income to be similarly devoted as in the last bequest," \$1,000; Massachusetts Homeopathic Hospital, Boston, for a free bed to be known as Emily Frost free bed, \$2,500; Winnisimmet Benevolent Society, Chelsea, "to be devoted to poor and worthy families and children of Chelsea," \$1,000; Chelsea day nursery, \$1,000; Rufus Frost general hospital, for a free bed, \$5,000; Ladies' Relief Society of Chelsea, "for poor and worthy females and children in Chelsea," \$1,000.

HEMINWAY, Mary, Boston, Mass. Will filed March 15th. Boston Normal School of Gymnastics, Boston Normal School of Cookery, Historical and Educational work connected with Old South Meeting House, "the study of the subject of American Archaeology in which Dr. J. W. Fewkes and others are now employed," residuary estate. Hampton Normal and Agricultural Institute of Hampton, Va., farm adjoining the Heminway Farm known as the Lowry Farm.

HOOVER, Frederick E., Sandusky, O. Will filed Feb. 21st. University of Wooster, Wooster, O., \$9,500; First Presbyterian Church of Sandusky, \$500; Library Building Fund, \$500.

IRWIN, David W., Chicago, Ill. Will filed February 13th. Chicago Orphan Asylum, \$1,000; Board of Home Missions of Presbyterian Church, \$1,000; Board of Foreign Missions of Presbyterian Church, \$500; Presbyterian Hospital, \$500.

LOBDELL, George G., Wilmington, Del. Will filed March 9th. New Jerusalem Church, Wilmington, \$5,000; Home for Aged Women, \$5,000; Homeopathic Hospital for Aged Couples, \$5,000; Ferris Industrial School for Boys, \$5,000; Delaware Industrial School for Girls, \$5,000; Home for Friendless and Destitute Children, \$5,000; reversion of estate.

MARSH, Phebe A., Pelham, N. H. Will filed February 28th. First Congregational Society, Pelham, \$500; American Missionary Association, \$500; Congregational Home Missionary Society, \$500.

MCCABE, Father, Woonsocket, R. I. Will filed March 6th. St. Joseph's Hospital, \$1,000; St. Vincent's Infant Asylum, \$1,000; Rhode Island Orphan Asylum, \$1,000; Little Sisters of the Poor, Pawtucket, \$500; Benevolent Society of St. Charles' Church, \$500.

MCILVAINE, James, Washington, Pa. Will filed February 9th. Trinity Episcopal Church, New Haven, Pa., \$11,500; Trinity Episcopal Church, Washington, Pa., \$8,500; Domestic and Foreign Missions of the Episcopal Church, residuary estate.

MENDELL, Many Jane, Paterson, N. J. Paterson General Hospital, \$2,000; Paterson Protestant Orphan Asylum, \$1,000.

MOSELEY, Rev. William O., Newburyport, Mass. Will filed February 16th. Newburyport Public Library, \$10,000; Society for Relief of Aged and Destitute Clergymen in Boston, \$2,000. Reversion of estate: Harvard College (for a professorship in the medical school), \$50,000; Massachusetts General Hospital, \$20,000; Boston Lying-in Hospital, \$10,000; Perkins Institute for the Blind, \$10,000; Anna Jacques Hospital, Newburyport, \$10,000; General Charitable Society, \$3,000; Howard Benevolent Society, Newburyport, \$3,000.

NEBRON, Hannah, Philadelphia, Pa. Will filed February 10th. Church of the Covenant, Pa., \$2,800. Value of estate, \$7,000.

NUTZ, Barbara A., Philadelphia, Pa. Will filed February 14th. Baptist Home of Philadelphia, \$500; Friends' Asylum for the Insane, Frankford, \$500. Value of estate, \$3,000.

PLACE, Sarah B., Gloversville, N. Y. By will. Oberlin College, Oberlin, O., \$5,000; American Home Missionary Society, \$5,000; American Board of Commissioners for Foreign Missions, \$5,000; Woman's Board of Missions, \$5,000; American Missionary Association, \$1,000.

SAWYER, Ellsworth, Phillipston, Mass. Will filed February 27th. Congregational Board of Ministerial Aid, \$1,000; American College

and Educational Society, \$1,000; American Home Missionary Society, residuary estate. Value of estate, \$7,500.

SMITH, Mary E., Burrillville, R. I. Will filed March 2d. First Universalist Church of Harrisville, \$2,000; Town of Burrillville, (for a public library) residuary estate. First Universalist Church at Harrisville, \$9,000.

STERNER, Nathan, Philadelphia, Pa. Will filed March 15th. Union Cemetery Association, \$100; Contingent bequest to Missionary Society of the Evangelical Association at Cleveland, for the missionary cause at Japan.

TUCKER, Dr. C. S., Coldwater, Mich. American Board of Home Missions of Presbyterian Church, \$15,000. Value of estate, \$20,000.

VANSIVER, Hannah C., Philadelphia, Pa. February 28th. Baptist Home of Philadelphia, residuary estate.

WILMERDING, J. C., San Francisco, Cal. Will filed March 1st. State University of California (for Wilmerding School of Industrial Arts), \$400,000; St. Luke's Hospital, \$10,000; Golden Gate Kindergarten Association, \$10,000; Protestant Orphan Asylum of San Francisco, \$10,000; Society for Prevention of Cruelty to Animals, \$10,000; Hospital for Children and Training School for Nurses, \$10,000; to some New York Bank or Trust Company for the Cemetery in Moscow, N. Y., interest of \$10,000. Value of estate, \$2,000,000.

## Charity Organization Society Summary for March.

	MARCH, 1894.	MARCH, 1893.
<b>Financial.</b>		
Current receipts from contributions.....	\$4,805 75	\$3,130 00
Current expenses.....	4,711 32	3,527 67
New members.....	36	37
<b>Registration Bureau.</b>		
Requests for information.....	1327	241
Reports sent out.....	1965	437
<b>District Work.</b>		
New cases.....	2184	629
Visits by agents.....	6841	2506
Consultations at offices.....	769	633
<b>Street Beggars.</b>		
Total number dealt with.....	57	54
Of whom were warned.....	25	32
Of whom arrested and committed.....	32	22
<b>Wood Yard.</b>		
Days' work given.....	4680	
Loads of wood sold.....	748	
<b>Laundry.</b>		
Women employed.....	42	42
Days' work given.....	462	585
Receipts for work done.....	\$806 00	\$924 00
<b>Penny Provident Fund.</b>		
Stamp stations.....	237	213
Depositors.....	31,539	30,000
Deposits .....	\$20,867 71	\$21,187 21

( 322 )